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the popular usurpation of power is described. Then follows the narrative of how the party seeking honesty in politics and in the administration of government gradually yielded to the allurements of the spoils of office and to the glory of political victory and of how Whiggism thus degenerated into a winning machine.

Reconstruction history is treated in a manner which shows that the authors are acquainted with the results and conclusions of recent investigation in this field. Dr. Garner has used, with good results, his special knowledge of this phase of United States history in putting into a general work matter heretofore found only in monographs and in local histories.

CHARLES H. AMBLER.

Johnston, Alexander. *American Political History, 1763-1876.* Edited and supplemented by James Albert Woodburn. In two parts: I. The Revolution, the Constitution, and the Growth of Nationality, 1763-1832. Pp. xii, 446. New York and London: G. P. Putnam's Sons, 1905.

Alexander Johnston could ask for no finer tribute to his scholarship than is signified in the publication of this volume of his miscellaneous essays herein assembled and edited and supplemented by Professor Woodburn. With exception of a brief introduction, some interpolations or addenda, a chapter on "The Monroe Doctrine" by the editor and Mr. Worthington C. Ford's study of "The American System: Internal Improvements and the Tariff," the contents consist of Professor Johnston's contribution to Lalor's *Cyclopedia of Political and Social Science*. Prepared originally as separate studies of particular phases of the nation's political evolution, with probably no design of correlation, they nevertheless afford us, when thus brought together, an excellent compendium of the major facts and predominant influences determining the political developments of our national career.

In the first division are found accounts of the causes and consequences of the Revolution, the careers of the Continental Congress and the Continental Congress and the Confederation, the territories and the ordinance of 1787, and the Constitutional Convention. The administrations of Washington and Adams are dealt with in chapters relating to the organization of the new government and Hamilton's Financial Treasures, Foreign Affairs, the Breach with France, the Alien and Sedition Laws and the rise and growth of the political parties. In the second division are found chapters on the decline of the Federal party, the acquisition of Louisiana, the development of the judiciary, the struggle for neutral rights, Jackson and the Bank and Calhoun and Nullification, together with the editor's chapter on the Monroe Doctrine and Mr. Ford's contribution. The exigencies governing the author in their preparation account largely no doubt for the remarkable compression that characterizes the several studies; the style is concise, the narrative compact, and the discussion penetrating and rigorous. The solid worth of the author's contributions is shown by the infrequency of editorial corrections.

The editor's method of indicating his additions to the text leaves the header in perplexity at times. One wonders as to the special significance of the []'s about "Ed." on page 321 and their absence elsewhere, *e. g.* on pp. 55, 68, 258. What does the bar mean on page 355 and the absence of the "Ed."? Did Mr. Ford contribute only the portion preceding or only that succeeding? Brackets would indicate editorial insertions more definitely than bars or dashes midway of the page. Is it correct to say, as is done in the bibliography (p. 391) that "there is no good history of the finances of the country in the English language"? We shall, doubtless, have more elaborate and minute treatises exhibiting the history of our national finances, but few will excel in scholarship and style, in breadth of view and solid discussion Professor Dewey's "Financial History."

Those who insist on precise definitions and the logic of the principles of international law in dealing with American diplomatic problems may object to sundry assumptions of the author and of the editor. There is no "right" of expatriation (p. 290) for which we contended with England from 1793 to 1815 (and later with Germany) if a state has complete sovereign power over its subjects. It is a "privilege" that may be conceded and bargained for. When England, however, extended her right of search and seizure as regards contraband and stopped our merchant vessels on the high seas in order to spy out and seize her recreant subjects she assumed a "right" that nullified our sovereign jurisdiction over vessels on the high seas and all who put themselves under the protection of our flag. We doubt if "discovery, occupation and exploration are the facts" (p. 325) that afford the grounds of original title in claims to national territory. Neither discovery nor exploration, nor both, give valid title unless followed by annexation *and* settlement. Such facts may constitute important evidence indicating national intention to secure title by occupation. In his presentation of the "Monroe Doctrine" Professor Woodburn seems to assume that there are solid juristic grounds for our celebrated policy. He takes (p. 336) without question the threatened expulsion of Napoleon's forces from Mexico as an explicit assertion of the authority of the Monroe Doctrine, when as a matter of fact Secretary Seward did not so much as refer to Monroe's pronouncement. He placed our proposed action on the ground of naked elemental right of self-preservation—a basis far more satisfactory and substantial than the specious arguments usually put forward as the sanctions of the Monroe Doctrine. It is difficult to reconcile Professor Woodburn's assertion (p. 327) that the Doctrine "does not assert that European powers may not gain by treaty purchase or conquest any territory from any American state" with his citations from President Cleveland and Secretary Olney (339) that it is "the traditional policy" of this government that "no European power shall forcibly possess itself of American soil." The truth is, Americans have been prone to exalt their claims and wants into "natural rights," and to insist that international law warrants their contentions, *e. g.*, the alleged right to free navigation of the Mississippi and St. Lawrence, to

coast privileges for fishing off the New Foundland Banks and to authority to exclude other nations from the Behring seal fisheries.

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Jones, Chester Lloyd. *The Consular Service of the United States: Its History and Activities.* Pp. ix, 126. Philadelphia: The John C. Winston Company, 1906.

This is a timely and scholarly monograph based on a careful study of documentary sources, interviews with officials of the consular service and on personal observation of American consulates in Europe. It contains a concise and accurate sketch of the history of the United States consular service from the appointment of Silas Deane by the Continental Congress in 1776 as special commissioner to France down to the year 1906. It is somewhat unfortunate, however, that it appeared a little too early to include a discussion of the consular law enacted at the recent session of Congress, the late disclosures in some of the consulates in the Orient and the creation of the United States district court in China. If the monograph goes to a second edition, however, as it doubtless will, these matters may be incorporated in the new edition. Mr. Jones starts out with an extended review of the growth of the consular service, discussing the various acts of Congress relating to the organization of the service, notably those of 1792 and 1856, and pointing out the weaknesses of each law and the way in which it was sought to remedy such defects. Then follow in succession chapters dealing with the present organization of the service, the rights and duties of consuls, the exercise of consular jurisdiction in the East, consular assistance to foreign trade, European consular systems, and needed improvements in the American system. He describes at length the frauds that have been perpetrated through the practice of undervaluation, the abuses of the fee system and the lack of adequate supervision and classification. He then traces the movement for reform, beginning with the Patterson report of 1868, and including the executive orders of 1895 and 1905, to which should now be added the act of 1906 and the order recently issued in pursuance thereof. The abuses of consular jurisdiction in the East are pointed out and the proper remedies therefor are stated. These reforms will be partially accomplished, it is hoped, by the establishment of a United States court at Shanghai and the recent order requiring an examination in the principles of the common law by applicants for consular positions in countries where the United States exercises consular jurisdiction.

Mr. Jones' study of the European consular system is interesting and full of lessons to the United States. He shows that in most of the European states special training is required for the consular service, that the service is more in the nature of a career than in this country, that more adequate salaries and allowances are provided in those countries, and that, generally, pensions are provided for those who from age or other causes are compelled to retire from the service. Mr. Jones emphasizes a significant fact that the